

State of Alaska FY2008 Governor's Operating Budget

Department of Natural Resources Parks Management Component Budget Summary

Component: Parks Management

Contribution to Department's Mission

The Division of Parks and Outdoor Recreation provides Alaskans and state visitors outdoor recreational and economic opportunities to enhance their quality of life.

Core Services

Keeping all the parks open, clean, safe and well maintained.

Provide outdoor recreation opportunities in State Parks.

Promote and develop recreation and tourism as an industry.

1) **Park Maintenance and Operations** provides for: repair and replacement of worn or vandalized facilities, refuse collection, volunteer support, janitorial maintenance, latrine pumping, painting, installing signs, printing park brochures, develop and maintain visitor information kiosks, water testing, trail maintenance, road grading, snow removal, telephone service, purchase and repair of tools and equipment, and compliance with health and safety practices required by OSHA.

2) **Public Safety:** The presence of trained staff deters crime and behavior disruptive to park visitors, they render first aid to accident victims, they help coordinate search and rescue missions, they educate visitors about wildlife and other natural hazards. Twenty-eight Park Rangers are commissioned as Peace Officers.

3) **Resource Management:** Park staff manages public use at 121 state park units spread across 3.3 million acres, much of which is intensely used. This use often requires careful supervision and community involvement to balance conflicting activities, to evaluate and mitigate the impacts of natural occurrences, such as avalanches or disastrous flooding, or to minimize human impacts such as river bank degradation from angler foot traffic.

4) **Volunteerism:** Recruit, train and supervise over 850 persons volunteering for jobs from campground hosts, ranger assistants, trail maintenance crew members or visitor information providers to crime stoppers in our Park Watch program. Fourteen park advisory boards help park managers involve the local community in local park issues.

5) **Commercial Use and User Fee Management:** operate the necessary infrastructure and staffing to collect and account for over \$2.5 million in user fees, collected at 64 sites and 45 public use cabins. Permit over 800 commercial operators to provide for park-based tourism business opportunities while ensuring client safety and resource protection and reducing conflicts with non-commercial park users.

6) **Manage Outsourced Operations:** Forty-four separate facilities within twenty-five state parks are under private concession management and include historic sites, nature centers, day use areas and numerous campgrounds. Parks also manages two concession contracts that include a tractor launch in the Kenai Peninsula and a historic site near Delta Junction.

End Results	Strategies to Achieve Results
<p>A: Provide safe and healthy park facilities with good access to Alaska residents and visitors.</p> <p><u>Target #1:</u> Maintain 121 park units accessible to not less than 4 million recreation visitor days annually.</p> <p><u>Measure #1:</u> Number of park units open and available to the public.</p> <p><u>Target #2:</u> Number of park units open and available to the</p>	<p>A1: Provide high-quality, safe and affordable recreational, educational, and interpretive opportunities.</p> <p><u>Target #1:</u> Maximize revenue collection to meet the yearly collection figure mandated by the legislature and to help fund parks and programs, while maintaining affordability of parks.</p> <p><u>Measure #1:</u> Amount collected in fees</p>

public at service levels consistent with prevailing health and safety standards.
Measure #2: Number of parks meeting health and safety standards.

Target #2: Increase lesser-used facilities, along with non-peak times at busier facilities by 5% to maximize the utilization of parks.
Measure #2: Percent change in revenue from facilities that have never been utilized to capacity.

A2: Ensure that all park grounds, equipment and facilities are well maintained at a standardized level that enhances safety, maximizes equipment and facility lifespan, and meets public expectations.

Target #1: Parks will conduct 100% annual Risk Management safety inspections and correct any deficiencies in a timely manner
Measure #1: Percent of inspections completed.

Target #2: 100% of park units will utilize a database program to inventory and track maintenance and all division-owned equipments.
Measure #2: Percent of database completed.

A3: Provide effective administration and accountability for all park programs

Target #1: 100% compliance with all applicable procurement, accounting, and grant management requirements.

Measure #1: Percent of compliance with all budget requests and performance reports submitted timely, all requests for information responded to completely and timely, all accounts balance.

Target #2: Assist field staff by providing recruitment for 700 volunteers annually.
Measure #2: Number of volunteers recruited annually.

A4: The Division will encourage appropriate private sector enterprises through park concession agreements that provide services for park visitors that are outside the division expertise or mission.

Target #1: Increase partnerships and concession opportunities for the private sector by 3% in the state park system.
Measure #1: Number of commercial use permits and commercial contracts.

Target #2: Increase the dollars generated from commercial operators by 5%.
Measure #2: Percent of income generated from commercial operators.

Major Activities to Advance Strategies

- Facilitate strategic planning and budget development.
- Represent division's plan to legislature and to public.
- Seek alternative ways of managing park units.
- Provide emergency assistance to park visitors as needed.
- Administrative policy for collecting fees, recording

Major Activities to Advance Strategies

- Seek appropriate transfer of park units to other entities.
- Seek park management efficiencies.
- Liaison with other state and local government units.
- Safety and law enforcement policy development.
- Natural Resource protection policy development and implementation.
- Liaison with larger law enforcement/peace officer community.
- Plan park development to minimize user conflict and protect resources.
- Reduce expenses caused by vandalism and disruptive behavior.
- Assist with search and rescue operations.
- receipts.
- Control and accountability for accounting and procurement practices and procedures.
- Prepare annual operating budget with supporting documentation.
- Prepare annual personal services management plan with supporting documentation.
- Create area and division spending plans to ensure Parks are managed within all fiscal and administrative constraint.
- Evaluate advertising opportunities to maximize exposure.
- Respond to 75 requests for volunteer position information per month.
- Identify units that offer viable contracting opportunities for private operation.
- Expand opportunities for guide or concession operations.
- Create balanced fee structure.

FY2008 Resources Allocated to Achieve Results

FY2008 Component Budget: \$7,855,200

Personnel:

Full time	43
Part time	38
Total	81

Performance Measure Detail

A: Result - Provide safe and healthy park facilities with good access to Alaska residents and visitors.

Target #1: Maintain 121 park units accessible to not less than 4 million recreation visitor days annually.

Measure #1: Number of park units open and available to the public.



Analysis of results and challenges: All 121 parks remained safe open and available, and we received more than 4 million visits in our park units on an annual basis. Forty-four facilities within twenty-five parks units are now managed by private contractors.

For FY07 Parks Management will be analyzing the effectiveness of the current private management program. The challenges represented by private management are the issues of deferred maintenance at contracted facilities and Parks providing staff for law enforcement and contract management.

Target #2: Number of park units open and available to the public at service levels consistent with prevailing health and safety standards.

Measure #2: Number of parks meeting health and safety standards.

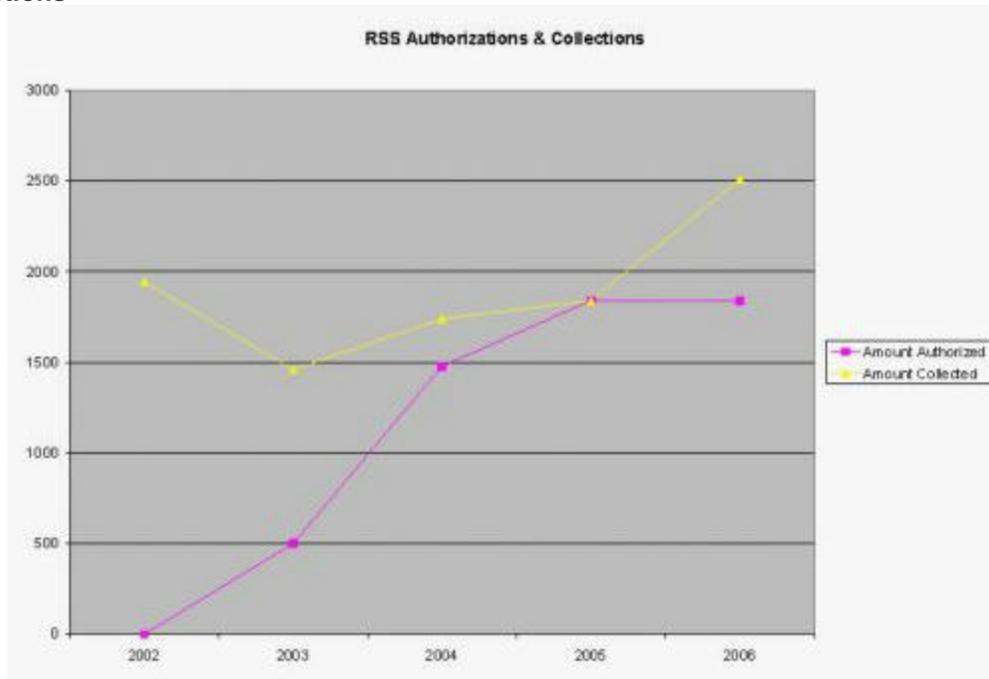
Analysis of results and challenges: All 121 parks are meeting prevailing health and safety standards.

A1: Strategy - Provide high-quality, safe and affordable recreational, educational, and interpretive opportunities.

Target #1: Maximize revenue collection to meet the yearly collection figure mandated by the legislature and to help fund parks and programs, while maintaining affordability of parks.

Measure #1: Amount collected in fees

Park Collections



Analysis of results and challenges: Parks is on target for this goal for FY2007.

Target #2: Increase lesser-used facilities, along with non-peak times at busier facilities by 5% to maximize the utilization of parks.

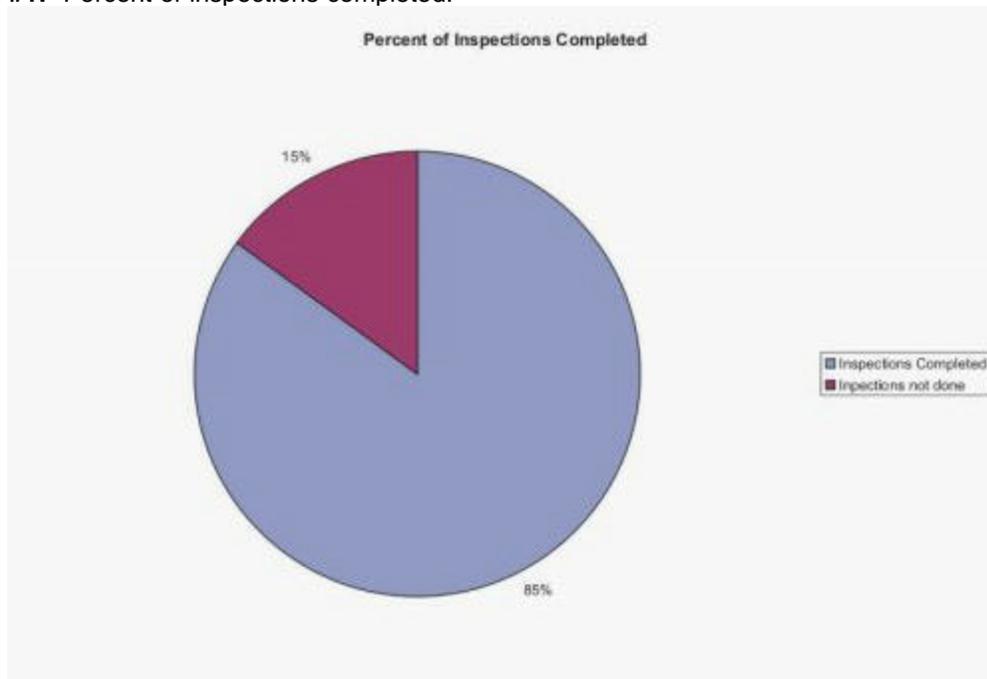
Measure #2: Percent change in revenue from facilities that have never been utilized to capacity.

Analysis of results and challenges: At this time Parks is meeting this goal. An analysis of capacity is being completed on each park unit and opportunities to increase capacity are being explored state wide.

A2: Strategy - Ensure that all park grounds, equipment and facilities are well maintained at a standardized level that enhances safety, maximizes equipment and facility lifespan, and meets public expectations.

Target #1: Parks will conduct 100% annual Risk Management safety inspections and correct any deficiencies in a timely manner

Measure #1: Percent of inspections completed.



Analysis of results and challenges: Parks has completed approximately 85% of these inspections as parks were closed for the season. The remaining 15% should be completed by the end of the calendar year 2006.

Target #2: 100% of park units will utilize a database program to inventory and track maintenance and all division-owned equipments.

Measure #2: Percent of database completed.

Analysis of results and challenges: At this time the database is being designed and is scheduled for state-wide implementation in the last quarter of calendar year 2006.

A complete inventory of all park assets was completed in all areas prior to October 31st.

A3: Strategy - Provide effective administration and accountability for all park programs

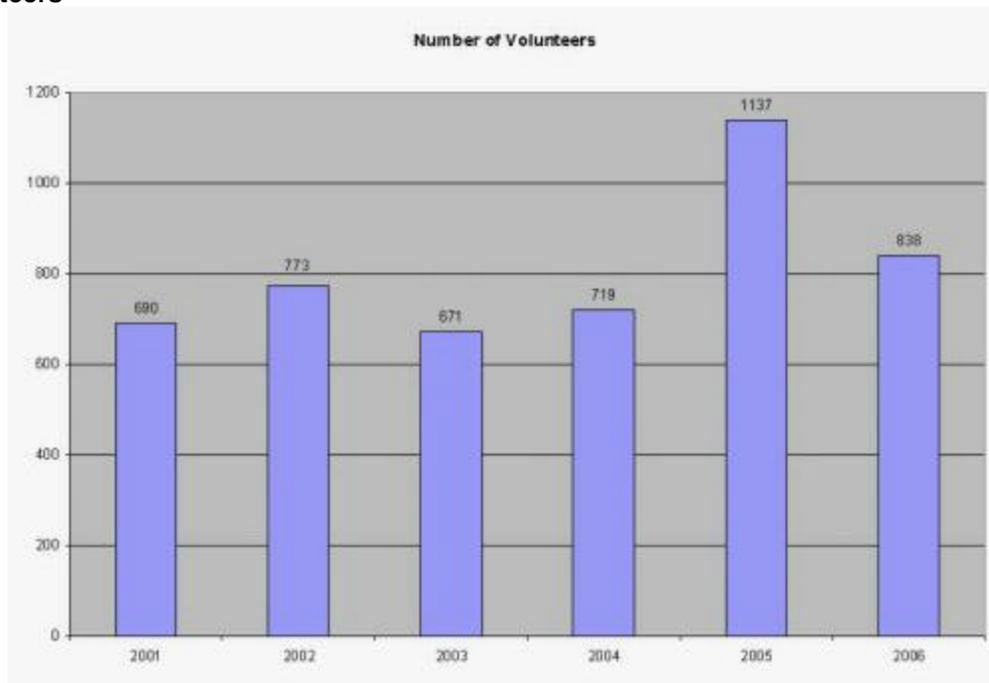
Target #1: 100% compliance with all applicable procurement, accounting, and grant management requirements.

Measure #1: Percent of compliance with all budget requests and performance reports submitted timely, all requests for information responded to completely and timely, all accounts balance.

Analysis of results and challenges: Alaska State Parks is on target for this measure.

Target #2: Assist field staff by providing recruitment for 700 volunteers annually.
Measure #2: Number of volunteers recruited annually.

Park Volunteers



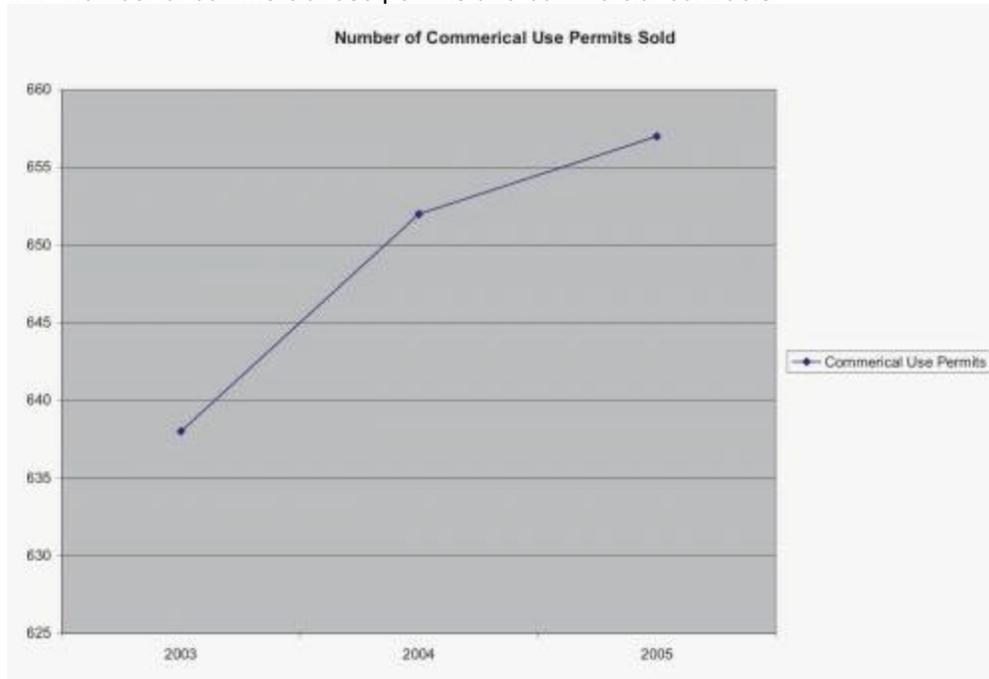
Analysis of results and challenges: Alaska State Parks recruited 838 volunteers during the fiscal year 2006. State Parks is very proud of its much needed volunteer program that helped to provide over 90,207 man hours.

Recruitment for 2007 volunteers is currently under way.

A4: Strategy - The Division will encourage appropriate private sector enterprises through park concession agreements that provide services for park visitors that are outside the division expertise or mission.

Target #1: Increase partnerships and concession opportunities for the private sector by 3% in the state park system.

Measure #1: Number of commercial use permits and commercial contracts.



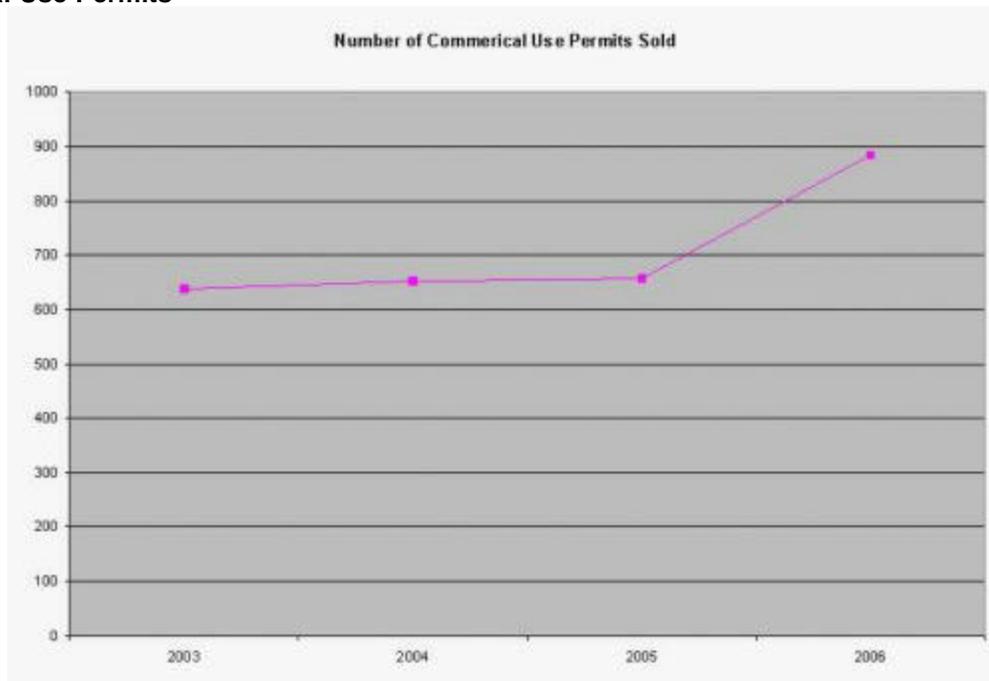
Analysis of results and challenges: Final Data on fiscal year 2006 is not available at this time. We did have an increase of 40 commercial use permits on the Kenai River alone. For fiscal year 2005 the number of commercial use permits sold increased from 638 in fiscal year 2003 to 657.

Commercial Use Permits are sold on a calendar year basis. The 2006 season still has permits being sold and appears to be on target.

Target #2: Increase the dollars generated from commercial operators by 5%.

Measure #2: Percent of income generated from commercial operators.

Commercial Use Permits



Analysis of results and challenges: This component is on target. Parks had a significant increase in the number of commercial use permits specifically for the Kenai River.

Key Component Challenges

Manage state parks to provide Alaskans and visitors high quality and affordable recreation experiences with revenue generated from user fees at a time when the limits of fee collection has been reached and park system faces \$52 million dollar deferred maintenance backlog:

1. Deferred maintenance of park facilities is fast approaching a crisis situation. The impact to the health and safety of park users from old and broken facilities is very real. In FY 2006, Parks staff revised its statewide deferred maintenance summary to reflect a \$49.0 million backlog of needed repairs and upgrades. The backlog is growing at an annual rate of 7%. Parks will be working to identify significant sources of new funds through federal appropriations and other sources to address this multi-million-dollar problem.
2. Sustain the park user fee program to cover the increasing cost of maintaining and operating a state park system and facility upgrades. Seek to secure all user fees collected for park purposes through Receipt Supported Services authorization. Increased visitation and compliance will increase revenues.
3. Support the current outsourced operation and maintenance of twenty-one Parks and manage the existing three park concession contracts.
4. Provide for administration of that portion of the overall parks program, which is inherently governmental, including: general administration services; permit issuance and administration; law enforcement; fee collection and handling; oversight and administration of contracts and concessions; interpretation and education and coordination with other federal, state, and local government entities.
5. Improve maintenance of park facilities by increasing the number of months that park maintenance workers and Rangers are on the job.

6. Provide entry-level Park ranger positions with full-time employment to secure a qualified pool of trained rangers for anticipated retirements of several key district rangers. Implement new Ranger reclass proposal to provide for non-commissioned entry-level Park Ranger position.
7. Continue compliance with health and safety practices required by OSHA. The ability to comply has been impacted by deferred maintenance needs and staffing limitations.
8. Maintain the volunteer program to assist staff with fee compliance, deterring vandalism, cleaning parks, and visitor contact. Provide the necessary staff, training, and material support to keep park volunteers, especially campground hosts. A reduction in summer seasonal hires continues to reduce the amount of time Park Rangers can spend supporting volunteers. This is having an impact on our ability to recruit and maintain quality campground hosts.
9. Work with Office of Disabilities to address ADA deficiencies as funds allow.
10. Enhance staff training as it relates to volunteer supervision, health and safety practices required by OSHA, law enforcement, resource management, and visitor services so as to maximize the benefits of a reduced number of campground hosts, minimize work related illness and injury, reduce equipment repair or replacement cost, and to reduce overall liability to the State. Address the safety implications of a staff continually pressed to do more with less.

Significant Changes in Results to be Delivered in FY2008

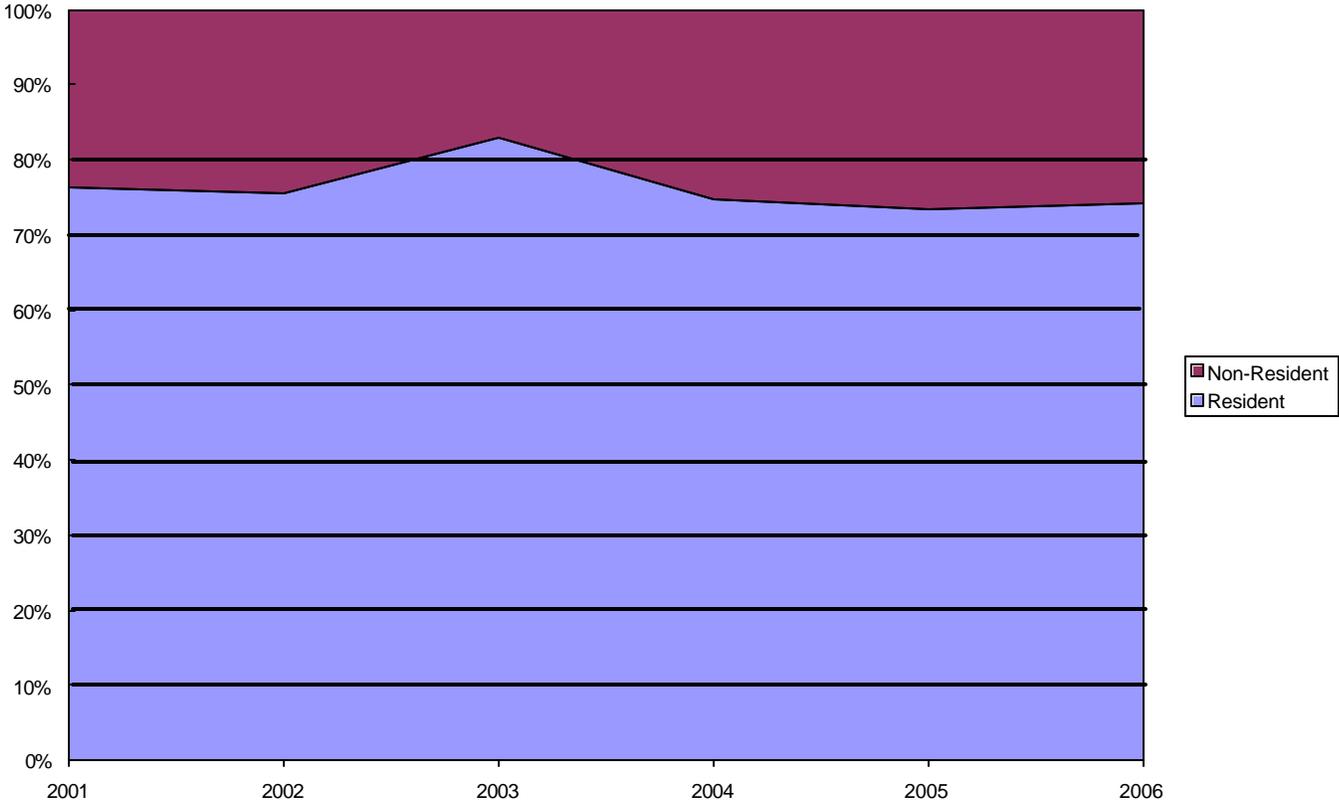
The purchasing power of the Parks budget has not kept up with the steady increase in park use as Alaska's population increases and our visitor numbers continue to grow. The purchasing power of the Division of Parks power is impacted by inflation and in recent years through the implementation of the Park Ranger classification study, and increased charges from other units of government. The budget is further stretched with additional operational and maintenance responsibilities for new or rehabilitated facilities brought on-line in recent years. Even though no park facilities have been formally closed, Parks management has been looking at significantly increased efforts to outsource operations, reduce maintenance costs, shorten operating seasons and potentially place some facilities in passive management with minimal service to the recreating public, unless more park revenues were generated, or some budget relief was received. The authorized receipt supported services (RSS) budget allocation requires Parks to collect more revenue to support operations than Park Users are willing and able to pay. This requirement for generating parks receipts to support our operations has added many additional duties to staff for the proper accountability of the receipts. These requirements were implemented without full realization of the implications and manpower requirements.

Our goal is to maintain an optimum level of staffing and services for all our units.

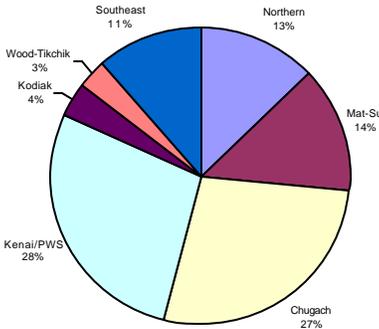
Major Component Accomplishments in 2006

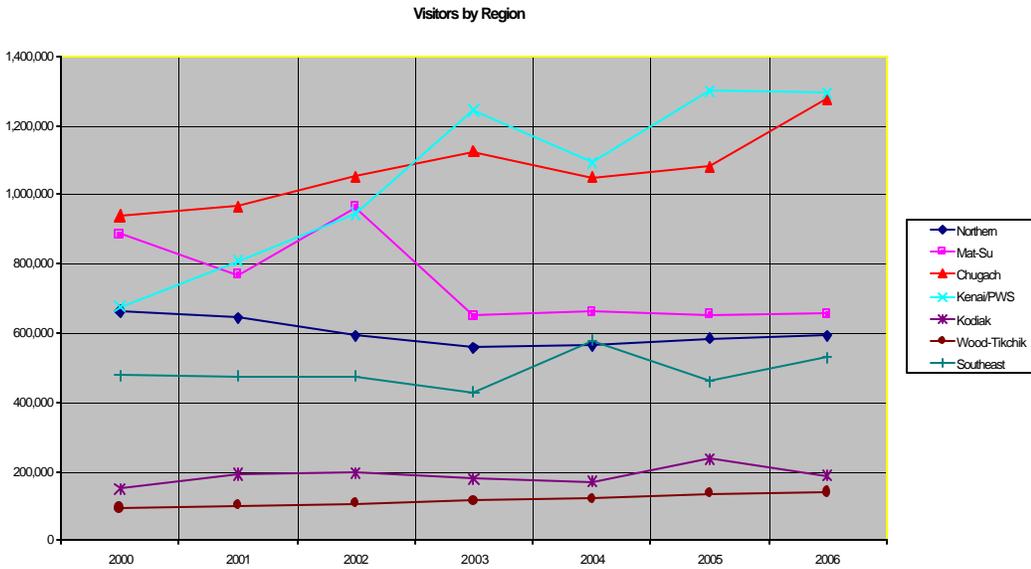
1. Over 4.5 million recreational visits took place in our 121 park units. Of these visitors, over 70% are residents of the State of Alaska.

Percent of Alaska Resident Park Users



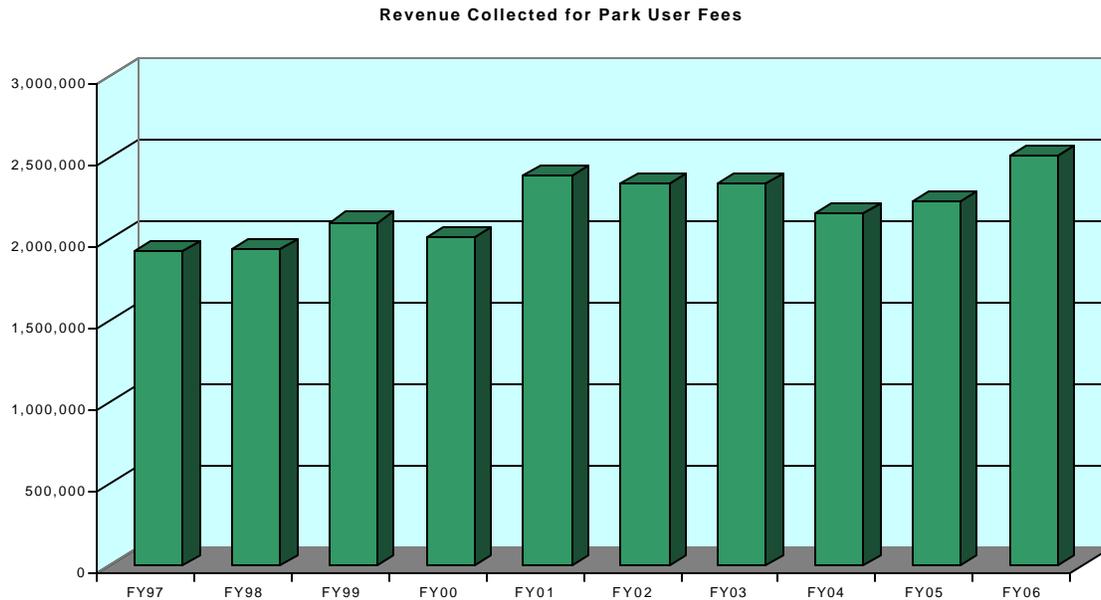
Total Visitation to Alaska State Parks



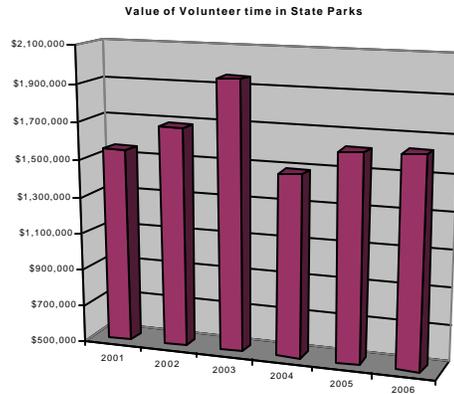


2. Managed over 500 commercial operators who made some or all of their livelihood off park resources, resulting in an estimated \$130,000,000 in direct and indirect economic benefit to the state.

3. Collected and accounted for \$2,510,914 in Park fees.

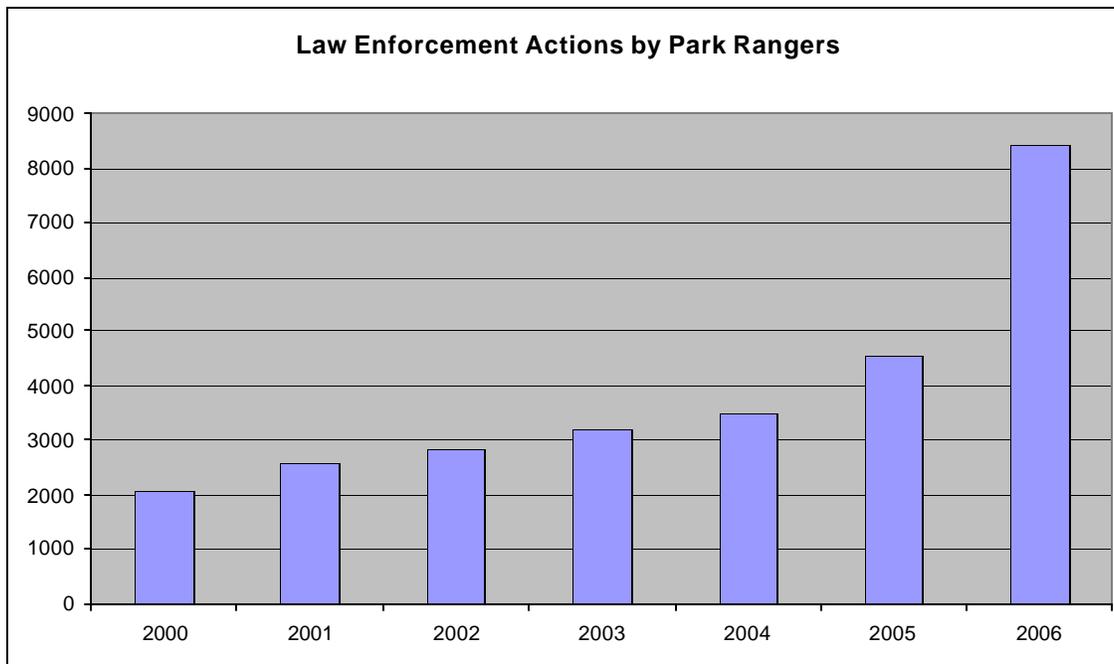


4. Managed over 1100 park volunteers, who donated 90,207 hours to the park system in FY2006. These donated hours had a cash value of \$1,627,334.



5. An extensive public process was conducted in 206 to develop a new Park's Strategic Plan for implementing the mission of DPOR. The recommended strategies are intended to successfully help DPOR implement successful recreation, natural and cultural resource, financial management, partnership and human resource strategies. This strategic plan requires division reorganization and funding consideration.

6. Twenty-eight commissioned Park Rangers continued to make law enforcement contacts - making the parks safe.



*In FY2003 new reporting requirements were implemented. This figure is an extrapolation based on previous and subsequent years.

7. Parks provided more than 60 summer jobs.

8. Parks outsourced the operation of a total of 44 facilities within 25 park units.

9. Some of the accomplishments for each major area are:

Kenai/Prince William Sound Area

- Implemented new park regulations addressing Kenai River sport fishing guides, including permit fee increases and a 40 hour “Guide Academy” requirement for all guides
- Issued two permits for exclusive opportunities to launch boats with tractors in state park units in Ninilchik and Anchor Point
- Continued successful relationship with 3 private companies who manage and operate 3 recreation areas within the Kenai Area under competitive permits
- Established new boat accessible recreational amenities in Shotgun Cove, near Whittier (campsites, mooring buoy, etc.)
- Brought two Public Use Cabins on line for recreational use in Squirrel Cove (Whittier) and Moose Valley (Kachemak Bay State Park, Homer)
- Expanded opportunity for a private business to provide yurts for public rentals in Kachemak Bay State Park, with 9 now available, compared to the maximum of 6 permitted in the last permit
- Using federal grant funds, made improvements to a number of boating access facilities (docks, boat ramps)

MatSu-Copper Basin Area

- Improved recreational facilities by replacing 13 old toilets in Nancy Lake SRA and Byers Lake Campground, Denali State Park, and replacing old docks in the Nancy Lake SRA
- Through a cooperative agreement with the Princess Hotel in Denali State Park, provided interpretive programs or lead hikes for over 17,000 visitors
- Successfully administered \$80,000 in snowmobile trail grooming pool funds. Private contractors or local clubs groomed over 400 miles of snowmobile trails in the Mat-Su Borough using these funds
- Continued cooperative partnership with the National Park Service and the MatSu Borough for planning efforts for the South Denali visitor center and related recreation facilities, including a successful revision of the Denali State Park Master Plan that addresses the new development concepts
- Continued managing the successful private operation of 13 park units by private businesses

Northern Area

- Improved recreational facilities by replacing 8 old toilets in the Harding Lake SRA, Chena River SRA and Clearwater Creek SRS, and made extensive improvements to the boat launch and parking area at Clearwater Creek SRS
- Constructed 12 miles of new all-season motorized, multiple-use trail linked to the Colorado Creek cabin (joined with 6 miles of existing dozer line)
- Improved 3 boating access sites in the Chena River SRA (MP 27.9, 37.8, 44.1)
- Constructed 9 new boat trailer parking sites at Salcha River SRS to improve access during peak weekends
- Replaced old, outdated interpretive panels at Rika’s Roadhouse, in Big Delta State Historic Park, using funds generated by the concession contract for that facility
- Installed a new handicap-accessible dock on Birch Lake, funded by the local Lion’s Club
- Chena River SRA management plan re-reviewed for final comments & adoption
- Coordinated the UAF Resource Management class to design and conduct a statistically valid random phone survey of borough residents who use the Chena River SRA
- Continued successful relationship with private businesses operating park units in the Chena River State Rec Site and units in the Tok area, with less success with the private management of Upper Chatanika SRS
- Successful completion of two National Recreation Trails Grant projects in the Chena River SRA

Southeast Area

- Successful acquisition of 200 acres of land adjoining Settlers Cove SRS that adds Lunch Creek and its trail system to the popular hiking trails in Settlers Cove
- Accepted a donation of \$25,000 in electrical power service extension for volunteer facilities at Settlers Cove SRS, which will enhance the ability to attract, retain and support good park volunteers to the area
- Successful defense of an appeal of a permit issued to a large tour operator in the Chilkat Bald Eagle Preserve, permitting the continued successful operation by this business
- Completion of a new public use cabin in Taku Harbor State Marine Park, utilizing funds contributed by the Territorial Sportsman Club
- Continued efforts to restore the historic Wickersham House, a state historic park in Juneau

Chugach State Park

- Successful award of a 25 year concession contract to operate the Eagle River Nature Center and provide for educational and interpretive services
- Successful completion of a new trail in Arctic Valley, utilizing Alaska Trails Initiative funds (federal)

- Successful utilization of volunteers and organizations to maintain park trails

Kodiak District

- Successful completion of the Fort Abercrombie State Historic Park Management Plan

Wood Tikchik State Park

- Completion of a new Park patrol cabin on Nuyakuk Lake, providing for more efficient and safe patrols of the upper portions of Wood Tikchik State Park

Summary - Statewide

All parks remained open; however, eight are in passive management.

Previous budget cuts combined with the Division's inability to absorb rising costs have resulted in eight park units around the state areas being placed into a "passive management" status. The eight units remain open but no services are provided in the following park areas:

- **Northern Area** - Lower Chatanika River SRA
- **Mat-Su Area** - Long Lake SRS, Little Nelchina SRS, Wolf Lake SRS, Little Tonsina SRS
- **Kenai Area** - Anchor River SRS, Bernice Lake SRS
- **Southeast Area** - Mosquito Lake SRS

Statutory and Regulatory Authority

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Contact Information

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**Parks Management
Component Financial Summary**

All dollars shown in thousands

	FY2006 Actuals	FY2007 Management Plan	FY2008 Governor
Non-Formula Program:			
Component Expenditures:			
71000 Personal Services	4,967.5	5,220.3	5,926.9
72000 Travel	118.0	144.7	144.7
73000 Services	1,281.7	1,373.9	1,373.9
74000 Commodities	409.1	366.4	366.4
75000 Capital Outlay	1.1	28.3	28.3
77000 Grants, Benefits	15.0	15.0	15.0
78000 Miscellaneous	0.0	0.0	0.0
Expenditure Totals	6,792.4	7,148.6	7,855.2
Funding Sources:			
1002 Federal Receipts	31.3	21.2	21.2
1004 General Fund Receipts	3,564.1	3,598.7	4,227.9
1007 Inter-Agency Receipts	502.1	474.6	474.6
1061 Capital Improvement Project Receipts	304.6	0.0	0.0
1108 Statutory Designated Program Receipts	129.7	148.5	151.2
1156 Receipt Supported Services	1,790.6	2,156.7	2,156.7
1200 Vehicle Rental Tax Receipts	470.0	748.9	823.6
Funding Totals	6,792.4	7,148.6	7,855.2

Estimated Revenue Collections

Description	Master Revenue Account	FY2006 Actuals	FY2007 Management Plan	FY2008 Governor
Unrestricted Revenues				
None.		0.0	0.0	0.0
Unrestricted Total		0.0	0.0	0.0
Restricted Revenues				
Federal Receipts	51010	31.3	21.2	21.2
Interagency Receipts	51015	502.1	474.6	474.6
Statutory Designated Program Receipts	51063	129.7	148.5	151.2
Receipt Supported Services	51073	1,790.6	2,156.7	2,156.7
Capital Improvement Project Receipts	51200	304.6	0.0	0.0
Unrestricted Fund	68515	470.0	748.9	823.6
Restricted Total		3,228.3	3,549.9	3,627.3
Total Estimated Revenues		3,228.3	3,549.9	3,627.3

**Summary of Component Budget Changes
From FY2007 Management Plan to FY2008 Governor**

All dollars shown in thousands

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
FY2007 Management Plan	4,347.6	21.2	2,779.8	7,148.6
Adjustments which will continue current level of service:				
-Transfer of PCN 10-5060 to Parks Access	-41.6	0.0	0.0	-41.6
-Transfer in of PCN 10-5003 from Parks Access	77.7	0.0	0.0	77.7
-Delete one-time-authorization for First FY2007 Fuel/Utility Cost Increase Funding Distribution	-59.5	0.0	0.0	-59.5
-FY 08 Health Insurance Increases for Exempt Employees	0.2	0.0	0.0	0.2
-Fund Source Adjustment for Retirement Systems Increases	268.3	-2.9	-265.4	0.0
Proposed budget increases:				
-Add back authorization for First FY2007 Fuel/Utility Cost Increase Funding Distribution	59.5	0.0	0.0	59.5
-FY 08 Retirement Systems Rate Increases	399.3	2.9	268.1	670.3
FY2008 Governor	5,051.5	21.2	2,782.5	7,855.2

**Parks Management
Personal Services Information**

Authorized Positions		Personal Services Costs		
	<u>FY2007</u> <u>Management</u> <u>Plan</u>	<u>FY2008</u> <u>Governor</u>		
			Annual Salaries	3,600,072
Full-time	43	43	Premium Pay	0
Part-time	38	38	Annual Benefits	2,676,751
Nonpermanent	48	48	<i>Less 5.57% Vacancy Factor</i>	(349,923)
			Lump Sum Premium Pay	0
Totals	129	129	Total Personal Services	5,926,900

Position Classification Summary

Job Class Title	Anchorage	Fairbanks	Juneau	Others	Total
Accounting Clerk I	0	0	0	2	2
Accounting Tech II	1	0	0	0	1
Administrative Assistant	2	1	1	1	5
Administrative Clerk II	0	0	0	1	1
Administrative Clerk III	1	0	0	1	2
Administrative Manager I	0	0	0	2	2
Administrative Manager IV	1	0	0	0	1
Alaska Conservation Corps	10	9	4	25	48
Division Director	1	0	0	0	1
Engineer/Architect III	1	0	0	0	1
Grants Administrator II	1	0	0	0	1
Maint Gen Journey	1	1	0	2	4
Maint Gen Sub - Journey II	1	1	0	1	3
Natural Resource Mgr IV	1	0	0	0	1
Natural Resource Spec I	0	0	0	1	1
Natural Resource Tech I	0	0	0	2	2
Natural Resource Tech II	1	2	1	11	15
Park Ranger I	3	2	0	13	18
Park Ranger II	1	1	0	7	9
Park Specialist	0	0	1	3	4
Park Superintendent	1	1	1	2	5
Publications Spec II	1	0	0	0	1
Radio Dispatcher I	0	0	0	1	1
Totals	28	18	8	75	129